

LYNCHBURG CITY COUNCIL

Agenda Item Summary

MEETING DATE: **October 26, 2004**

AGENDA ITEM NO.: 2

CONSENT: **X**

REGULAR:

CLOSED SESSION:

(Confidential)

ACTION: **X**

INFORMATION:

ITEM TITLE: **Council Adoption of the National Incident Management System (NIMS)**

RECOMMENDATION: Adopt a resolution to implement the National Incident Management System (NIMS).

SUMMARY: The National Incident Management System (NIMS) has been developed by the federal Department of Homeland Security with the intent that NIMS be adopted and implemented by local, state, tribal, and federal agencies for the purpose of managing domestic disasters. Adoption and implementation of the NIMS by localities is mandatory in order for those localities to continue to receive federal preparedness funding after fiscal (FY) 05. Although the Fire Department has considerable experience with incident command systems, full implementation of the NIMS will require further training of and coordination with other City departments such as the Police Department and Public Works. Implementation of NIMS city-wide will be one of the responsibilities of the new Emergency Services Coordinator position.

PRIOR ACTION(S): None

FISCAL IMPACT: Failure to adopt/implement the NIMS in fiscal (FY) 05 will result in the locality becoming ineligible for federal preparedness funding beginning in fiscal (FY) 06.

CONTACT(S): Deputy Chief R. Les Puckett
Fire Chief C.V. 'Buddy' Martinette

ATTACHMENT(S): Department of Homeland Security letter to Governors
NIMS fact sheet

REVIEWED BY: lkp

RESOLUTION

WHEREAS, the Congress of the United States has authorized the creation of a Department of Homeland Security (DHS) to oversee, manage, and coordinate mitigation, planning, response, and recovery efforts resulting from domestic incidents;

WHEREAS, in the Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, the Director of the Department of Homeland Security was directed to develop and administer the National Incident Management System (NIMS) in order to provide a consistent nationwide approach for Federal, State, territorial, tribal, and local governments to work effectively and efficiently together to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity.

WHEREAS, on March 1, 2004, the Department of Homeland Security (DHS) issued the NIMS to provide a comprehensive national approach to incident management, applicable at all jurisdictional levels and across functional disciplines;

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Lynchburg hereby adopts the National Incident Management System (NIMS) to be used by city divisions for the purpose of managing emergency incidents and potential emergency incidents of all sizes, to include, but not limited to, natural, technological, and man-made disasters.

BE IT FURTHER RESOLVED that the City Council of the City of Lynchburg endorses implementation of the National Incident Management System (NIMS) to begin as immediately as is practical and that it is incorporated into institutionalized employee training and exercises as deemed appropriate by City Administration.

Introduced:

Adopted:

Certified:

Clerk of Council



Homeland Security

September 8, 2004

Dear Governor:

In Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, the President directed me to develop and administer the National Incident Management System (NIMS). The NIMS provides a consistent nationwide approach for Federal, State¹, territorial, tribal, and local² governments to work effectively and efficiently together to prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. On March 1, 2004, the Department of Homeland Security (DHS) issued the NIMS to provide a comprehensive national approach to incident management, applicable at all jurisdictional levels and across functional disciplines. HSPD-5 also required DHS to establish a mechanism for ongoing coordination to provide strategic direction for, and oversight of, the NIMS. To this end, the NIMS Integration Center (NIC) was established to support both routine maintenance and the continuous refinement of the NIMS.

All Federal departments and agencies are required to adopt the NIMS and use it in their individual domestic incident management and emergency prevention, preparedness, response, recovery, and mitigation activities, as well as in support of all actions taken to assist State or local entities. The NIC is working with Federal departments and agencies to ensure that they develop a plan to adopt NIMS and that all fiscal year (FY) 2005 Federal preparedness assistance program documents begin the process of addressing State, territorial, tribal, and local NIMS implementation.

This letter outlines the important steps that State, territorial, tribal, and local entities should take during FY 2005 (October 1, 2004- September 30, 2005) to become compliant with the NIMS.

The NIMS provides the framework for locals, tribes, territories, States, and the Federal Government to work together to respond to any domestic incident. Many of the NIMS requirements are specific to local jurisdictions. In order for NIMS to be implemented

¹ As defined in the Homeland Security Act of 2002, the term "State" means any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States." 6 U.S.C. 101 (14)

² As defined in the Homeland Security Act of 2002, Section 2(10): the term "local government" means "(A) county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments... regional or interstate government entity, or agency or instrumentality of a local government, an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; and a rural community, unincorporated town or village, or other public entity." 6 U.S.C. 101(10)

successfully across the nation, it is critical that States provide support and leadership to tribal and local entities to ensure full NIMS implementation. We are looking to you and your State Administrative Agency (SAA) to coordinate with the State agencies, tribal governments, and local jurisdictions to ensure NIMS implementation. Given the importance and urgency of this effort, Federal, State, territorial, tribal, and local entities should begin efforts to implement the NIMS, if such efforts are not already underway.

Implementation of and compliance with the NIMS is critical to ensuring full and robust preparedness across our nation. HSPD-5 established ambitious deadlines for NIMS adoption and implementation. FY 2005 is a start up year for NIMS implementation and full compliance with the NIMS is not required for you to receive FY 2005 grant funds. Since FY 2005 is a critical year for initial NIMS adoption, you should start now by prioritizing your FY 2005 preparedness assistance (in accordance with the eligibility and allowable uses of the grant) to facilitate its implementation. The NIC is working with the Federal departments and agencies to identify all of preparedness assistance programs. The NIC will then provide this information to the States, territories, tribes, and local governments.

To the maximum extent possible, States, territories, tribes, and local entities are encouraged to achieve full NIMS implementation and institutionalization across the entire response system during FY 2005. This memorandum highlights the important features of NIMS implementation that should receive special emphasis in FY 2005, but does not represent all of the actions necessary to fully implement the NIMS.

The NIMS is the nation's first-ever standardized approach to incident management and response. The NIMS unifies Federal, State, territorial, tribal, and local lines of government into one coordinated effort. This integrated system makes America safer by establishing a uniform set of processes, protocols, and procedures that all emergency responders, at every level of government, will use to conduct response actions. This system ensures that those involved in emergency response operations understand what their roles are and have the tools they need to be effective.

This system encompasses much more than the Incident Command System (ICS), although ICS is a critical component of the NIMS. It also provides a common foundation for training and other preparedness efforts, communicating and sharing information with other responders and with the public, ordering resources to assist with a response effort, and for integrating new technologies and standards to support incident management. For the first time, all of the nation's emergency responders will use a common language, and a common set of procedures when working individually and together to keep America safe. The NIMS ensures that they will have the same preparation, the same goals and expectations, and most importantly, they will be speaking the same language.

Minimum FY 2005 NIMS Compliance Requirements:

State and territory level efforts to implement the NIMS must include the following:

- **Incorporating NIMS into existing training programs and exercises**
- **Ensuring that Federal preparedness funding (including DHS Homeland Security Grant Program, Urban Area Security Initiative (UASI) funds) support NIMS implementation at the State and local levels (in accordance with the eligibility and allowable uses of the grants)**
- **Incorporating NIMS into Emergency Operations Plans (EOP)**
- **Promotion of intrastate mutual aid agreements**
- **Coordinating and providing technical assistance to local entities regarding NIMS**
- **Institutionalizing the use of the Incident Command System (ICS)**

At the State, territorial, tribal, and local levels, jurisdictions should support NIMS implementation by:

- **Completing the NIMS Awareness Course: "National Incident Management System (NIMS), An Introduction" IS 700**

This independent study course developed by the Emergency Management Institute (EMI) explains the purpose, principles, key components and benefits of NIMS. The course also contains "Planning Activity" screens, allowing participants an opportunity to complete some planning tasks during the course. The planning activity screens are printable so that they can be used after the course is complete. The course is available on-line and will take between forty-five minutes to three hours to complete. The course is available on the EMI web page at: <http://training.fema.gov/EMIWeb/IS/is700.asp>.

- **Formally recognizing the NIMS and adopting the NIMS principles and policies**
States, territories, tribes, and local entities should establish legislation, executive orders, resolutions, or ordinances to formally adopt the NIMS. The NIC will provide sample language and templates to assist you in formally adopting the NIMS through legislative and/or executive/administrative means.

- **Establish a NIMS baseline by determining which NIMS requirements you already meet**

We recognize that State, territorial, tribal, and local entities have already implemented many of the concepts and protocols identified in the NIMS. The 2004 DHS Homeland Security Grant Program encouraged grantees to begin utilizing the NIMS concepts, principles, terminology, and technologies. The NIC is developing the NIMS Capability Assessment Support Tool (NIMCAST). The NIMCAST is a web-based self-assessment system that States, territories, tribes, and local governments can use to evaluate their incident response and management capabilities. This useful tool identifies the requirements established within the NIMS and can assist you in determining the extent to which you are already compliant, as well as identify the NIMS requirements that you are not currently meeting. As gaps in compliance with the NIMS are identified, States, territories, tribes, and local entities should use existing initiatives, such as the Office for Domestic Preparedness (ODP) Homeland Security grant programs, to develop strategies for addressing those gaps. The NIC will formally pilot the NIMCAST with a limited number of States in September. Upon completion of the pilot, the NIC will provide all

potential future users with voluntary access to the system. Additional information about the NIMCAST tool will be provided later this year.

- **Establishing a timeframe and developing a strategy for full NIMS implementation**

States, territories, tribes, and local entities are encouraged to achieve full NIMS implementation during FY 2005. To the extent that full implementation is not possible during FY 2005, Federal preparedness assistance must be leveraged to complete NIMS implementation by FY 2006. By FY 2007, Federal preparedness assistance will be conditioned by full compliance with the NIMS. Again, in order for NIMS to be implemented successfully across the nation, it is critical that States provide support and leadership to tribal and local entities to ensure full NIMS implementation. States should work with the tribal and local governments to develop a strategy for statewide compliance with the NIMS.

- **Institutionalizing the use of the Incident Command System (ICS)**

If State, territorial, tribal, and local entities are not already using ICS, you must institutionalize the use of ICS (consistent with the concepts and principles taught by DHS) across the entire response system. The 9/11 Commission Report recommended national adoption of the Incident Command System (ICS) to enhance command, control, and communications capabilities. All Federal, State, territory, tribal, and local jurisdictions will be required to adopt ICS in order to be compliant with the NIMS. Additional information about adopting ICS will be provided to you by the NIC.

FY 2006 and FY 2007 Requirements:

In order to receive FY 2006 preparedness funding, the minimum FY 2005 compliance requirements described above must be met. Applicants will be required to certify as part of their FY 2006 grant applications that they have met the FY 2005 NIMS requirements. Additional information about NIMS compliance and resources for achieving compliance will be forthcoming from the NIC. In addition, FY 2005 Federal preparedness assistance program documents will address State and local NIMS compliance. The NIC web page, www.fema.gov/nims, will be updated regularly with information about the NIMS and guidance for implementation. The NIC may be contacted at the following:

Gil Jamieson, Acting Director
NIMS Integration Center
500 C Street, SW
Washington, DC 20472
(202) 646-3850

NIMS-Integration-Center@dhs.gov
web page: www.fema.gov/nims

Thank you for your support in implementing the NIMS. I look forward to continuing our collective efforts to better secure the homeland and protect our citizens and appreciate all of your hard work in this important endeavor.

Sincerely,

Tom Ridge

cc: State Administrative Agency
State Emergency Management Director
State Homeland Security Advisor
DHS Directorates and Offices
Homeland Security Advisory Council



R:

Virgin

National Incident Management System - Virginia

NIMS Home
Components of ICS
Standards and Codes
Training
Glossary
Contact Info
Links

Introduction

NIMS Fact Sheet

Article: NIMS the Last Word On Incident Command?

The **National Incident Management System (NIMS)** was published March 1, 2004 in response to the directives of HSPD-5. The NIMS is intended to establish a consistent nationwide framework for management of response to any type of emergency. HSPD-5 further stipulated that beginning in Federal Fiscal Year 2005 (October 2004) all levels of government would be required to adopt NIMS in order to remain eligible for Federal financial support for emergency preparedness and response initiatives. This wide-ranging and far reaching requirement makes NIMS a necessity for virtually all agencies and organizations involved in emergency preparedness, mitigation, response and recovery.

What is NIMS?

NIMS is a core set of Doctrine, Concepts, Principles, Terminology, and organizational processes.

NIMS is applicable to all hazards.

It is also important to know that NIMS is **NOT**:

- An operational incident management plan
- A resource allocation plan
- A terrorism or WMD specific plan
- Designed to address international events

Most important, NIMS is NOT simply an Incident Command System!

NIMS is made up of six (6) key components:

1. Command and Management
2. Preparedness
3. Resource Management
4. Communications and Information

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5. Supporting Technologies
6. Ongoing management and maintenance

Command and Management

NIMS mandates the use of a structured Incident Command System. Generally, NIMS guidance references the ICS promoted by the National Fire Academy. However, in order to be compliant with this requirement, the ICS used must be primarily composed of the 5 management functions typically recognized in all ICS programs:

- Command
- Planning
- Logistics
- Finance & Administration
- Operations

In addition, the ICS used must reflect the principles of effective command: Common Terminology; Modular organization; management by objectives; use of an incident action plan; manageable span of control; pre-designated incident facilities; comprehensive resource management; integrated communications; and unity of command. Also, the ICS employed should provide for orderly establishment and transfer of command as the situation warrants; Unified Command for multi-functional or multi-jurisdictional emergencies; accountability of all resources and personnel; and effective collection of information and intelligence management; multi-agency coordination systems; area command when appropriate; and effective public information systems.

Unified Command as an expansion of basic incident command provides a structured process by which several or many agencies or localities can integrate the decision-making process for a single, unified set of objectives that effectively reflect the needs, authorities, concerns and capabilities of all under one command function.

Virginia's emergency services community (EMS, Fire Service, Forestry, Law Enforcement, Emergency Management) and other agencies currently provide comprehensive ICS training programs that conform to the requirements of NIMS for Command and Management. For further information or training in ICS contact any local emergency services organization or their corresponding state agency.

Preparedness

According to NIMS, preparedness must be a continuous cycle of planning, training, equipping, exercising, evaluating, and taking corrective or mitigation measures. Effective, efficient and safe response to an emergency is predicated on effective preparedness long before an emergency arises. Local emergency management agencies have maintained emergency operations plans and preparedness programs in conjunction with the Virginia Department of Emergency Management. NIMS is expected to provide more specific guidelines for emergency preparedness in the coming months. For further information and assistance in local emergency preparedness contact your local emergency manager or VDEM.

Resource Management

Consistent with NIMS requirements, the Federal Government through the Federal Emergency Management Agency (FEMA) is leading the "National Mutual Aid and Resource Management Initiative" to identify, classify, and "type" the resources that may be used during an emergency. Products now available from this effort include a *National Glossary of Terms and Definitions* and the *Initial 60 Resource Typing Definitions* which includes resources for and from Emergency Management; EMS; Fire/HazMat; Health & Medical; Law Enforcement; Public Works; and Search and Rescue services. Additional resources will be added as they are identified, defined and "typed." Information concerning the Federal efforts to promote efficient resource management can be accessed through state or local emergency services organizations or by visiting the following website:
http://www.fema.gov/preparedness/mutual_aid.shtm.

Communications and Information Management

Effective, safe and efficient emergency response as well as preparedness, mitigation and recovery require effective communications and information management. A long standing challenge for many emergency services organizations has been the need for improved communications. Hardware and equipment needed for improving communications is only one part of this challenge. Another challenge has been to develop and apply procedures and policy that promote more effective and comprehensive communications between the various agencies and resources needed to respond to an emergency. Effective and timely intelligence gathering and sharing information about threats, events and outcomes is a critical component of NIMS. State agencies as well as their Federal counterparts are continuously reviewing procedures, systems and equipment to improve communications and information management. The NIMS Integration Center (NIC) will serve as the central point for collecting and distributing recommendations and "best practices" for improving the Communications and Information Management components of NIMS.

Supporting Technologies

NIMS recognizes the importance of using the best available supporting technologies to enhance interoperability and compatibility of local, state, and Federal preparedness, mitigation, response and recovery efforts. NIMS will promote the research and development of technology systems that will improve and enhance incident management as well as planning, and other efforts. Most likely the NIC will become the central point for developing and publishing standards for supporting technologies.

Ongoing Management and Maintenance

The NIMS Integration Center (NIC) will become the focal point for all users and stakeholders in NIMS. It is intended to be the primary collection point for lessons learned, best practices and information updates. The NIC will be responsible for the following*:

- Developing a national program for NIMS education and awareness
- Promoting compatibility between national level standards for the NIMS and those developed by other public, private and/or professional groups
- Facilitating the development of materials and standardized templates to support NIMS implementation and continuous refinement
- Developing assessment criteria for various components of the NIMS, as well as compliance requirements and timelines
- Facilitating the development of general training requirements and national-level training standards and course curricula
- Facilitating the development of national standards, guidelines, and protocols for incident management training and exercises
- Facilitating the establishment and maintenance of a publication management system for documents supporting the NIMS
- Facilitating the development of national standards, guidelines and protocols for qualification and certification of emergency responder and incident management personnel
- Reviewing and approving, with appropriate assistance, the discipline-specific qualification and

certification requirements submitted by emergency responder and incident management organizations and associations

- Facilitating the establishment and maintenance of a documentation and database system related to qualification, certification, and credentialing of incident management personnel and organizations
- Establishment of a data maintenance system to provide incident managers with the information necessary to "credential" personnel
- Coordination of minimum professional certification standards and facilitation of the design and maintenance of a credentialing system
- Facilitating the development of standards for performance, compatibility, and interoperability of incident management equipment and communications systems
- Facilitating the development and issuance of national standards for resource typing
- Facilitating the definition and maintenance of the information framework required to guide the development of NIMS Information systems
- Coordinating the establishment of technical and technology standards for NIMS users
- Integrating into the national research and development agenda the incident management science and technology needs of departments, agencies, disciplines, private-sector and nongovernmental organizations operating within the NIMS at all levels
- Establishing and maintaining a repository and clearing house for reports and lessons learned from actual incidents, training, and exercises, as well as best practices and models for NIMS-related functions.

(*--The information provided above was extracted from materials used in a FEMA briefing on the role of the NIC.)

Clearly the NIC will have a primary role in developing, deploying, monitoring and modifying the components of NIMS in the coming years. Localities are encouraged to monitor the actions and initiatives of the NIC by accessing the website:
<http://www.fema.gov/nims/>

This webpage will continue to monitor and publish information from the NIC and other sources regarding NIMS .

Privacy/Security

Please contact us with any questions or comments:

Virginia Department of Fire Programs / 101 N. 14th Street, 18th floor / Richmond, VA 23219-3684 / USA
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